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PROGRAMME PLANNING: COUNTRY AND INTERCOUNTRY PROGRAMMES AND PROJECTS

FIFTH COUNTRY PROGRAMME FOR MALI

Programme period	Resources	$
January 1992-December 1996	Net IPF	60 441 598
	Estimated cost-sharing	-
	Total	60 441 598

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I. DEVELOPMENT SITUATION, OBJECTIVES AND STRATEGIES

A. Current socio-economic situation

1. Mali is one of the least developed countries, with a per capita gross national product (GNP) of $270 in 1990. This is largely a result of the slight difference between the high population growth rate (3 per cent) and economic growth in real terms. Mali is, moreover, a land-locked country, with a variable rainfall and deteriorating terms of trade. Mali ranks one hundred and fifty-sixth out of 160 in the UNDP human development index (55-year life expectancy at birth); health coverage for 15 per cent of the population; access to drinking water for 17 per cent; net rates of primary school enrolment of 14 per cent for girls and 23 per cent for boys; and an adult literacy rate of 11 per cent for women and 23 per cent for men). There is a pronounced discrepancy between training and the needs of the job market, with a large number of unemployed graduates of technical and higher educational institutions. Malian women have an inferior social status and limited access to economic goods. As a Sahelian country with a fragile ecosystem, Mali is also threatened by increasing soil erosion caused by farming methods, overgrazing and brush fires.

2. At the beginning of the 1980s, the economy of Mali was undergoing a structural crisis as a result of an unfavourable combination of external factors and the economic and financial policies followed since accession to independence in 1960. The very strict system for regulating prices and trade, which is still in effect, has aggravated economic distortions and further discouraged activity. The efforts undertaken since the end of 1982 to promote recovery through the implementation of reforms aimed at liberalizing regulations and ensuring sound management were interrupted as a result of the prolonged drought and the 1985 slump in the international price of cotton (the country's main export product). In 1987, Mali was thus confronted with a rapidly growing economic crisis and in 1988 the Government implemented a medium-term structural reform programme to liberalize the economic framework, enhance financial assistance, reform the public-enterprise sector and improve the management of State resources. This adjustment programme, together with good climatic conditions, has helped to increase the gross domestic product (GDP) to an average annual rate of 3.4 per cent for the decade and 6 per cent for the past five years, despite marked fluctuations in 1985 and 1986. The primary sector, in which 80 per cent of the population is employed and which accounted for 46 per cent of GDP in 1990, was largely responsible for this growth, owing to the production of food crops, commercial crops, (particularly cotton) and livestock. The tertiary sector showed dynamic growth, accounting for 41 per cent of GDP through trade, transport and services. The industrial sector, which was reduced mainly to agro-industries, remained marginal, although construction and gold mining performed well.

B. National development strategies and objectives

3. In 1988, Mali firmly committed itself to a medium-term adjustment programme with the support of the International Monetary Fund (IMF), the World Bank and other donors. The implementation of this programme was largely responsible for improving the state of public finances and increasing production output, while at the same time it corrected some structural distortions. The social cost of these reforms and the democratic aspirations of the population, however, led, in March 1991 to the overthrow of the regime in power, which resulted in greater attention being focused on the social dimension of the adjustment process. Furthermore, the new authorities drew up a medium-term economic and financial strategy to deal with the adverse trends in the country's development (the formulation of the next development plan having been postponed to a later date). This strategy, set forth in the macroeconomic framework document, was favourably received by the donors at the Paris meeting of the Friends of Mali in July 1991. The strategy's objective is to make the best use of the country's potential in order to improve living conditions, ensure food security, protect the environment and preserve ecosystems, promote employment, achieve access to the sea and regional integration, and implement a national population policy. It is based on two major guidelines: decentralization of development and privatization. Accordingly, there is a social consensus in favour of continuing structural reforms, at a pace in keeping with the new national context, in the following main directions: to ensure that the regulations provide greater incentive for economic activity; to increase production and enhance management of natural resources; to improve the management of public finances and the policy of allocating resource; and to develop the country's human resources.

II. EXTERNAL COOPERATION

A. Role of external cooperation

4. Mali receives a considerable amount of external aid, which was estimated as totalling $371 million in 1990. This aid comes from numerous sources - multilateral ($108 million), bilateral ($230 million), and non-governmental organizations (NGOs) ($33 million). Technical cooperation accounts for about one third, the remainder consisting of assistance in the form of capital grants or in kind. The aid is granted for the most part in the form of gifts rather than loans. The United Nations system provides 22 per cent of the aid, while bilateral sources provide approximately 70 per cent (the Governments of Canada, China, France, Germany, Italy, Japan, the Netherlands, Saudi Arabia, the United Kingdom and the United States of America). The main multilateral donors are the World Bank, IMF, the United Nations Development Programme (UNDP), the World Food Programme (WFP), the United Nations Children's Fund (UNICEF), the African Development Bank (AfDB) and the European Economic Community (EEC).

5. An analysis of the sectoral distribution indicates, in decreasing order of importance, the agriculture, forestry and fisheries sectors, planning, development policy and management, natural resources, international trade, health, and transport and communications. Technical cooperation involved more than 1,200 experts in 1990. The National Technical Cooperation Assistance Programme (NATCAP) exercise had led to the recent adoption of a technical cooperation strategy document, which will make it possible to initiate sectoral programmes in this field in the next cycle.

B. Aid coordination arrangements

6. The Ministry of Planning and International Cooperation is responsible for coordinating external aid. Mali participates in the global round tables, the latest of which was organized in 1985. The next round-table conference is scheduled for the end of 1992 or the beginning of 1993. Sectoral round tables are organized in the light of the evolution of the various sectoral master plans; the employment sector was dealt with in 1990 and several sub-sectors are to be dealt with in 1992. Formal coordination with the agencies of the United Nations system is ensured through the synchronization of programming periods (of the United Nations Population Fund (UNFPA), UNICEF, and UNDP) and meetings of the Joint Consultative Group on Policy (JCGP), composed of UNICEF, UNFPA, WFP, the International Fund for Agricultural Development (IFAD) and UNDP, to organize their joint participation in government programmes, particularly with regard to the elimination of illiteracy and the integration of women into development. Similarly, UNDP assumes the role of providing support and advice and sometimes acts as the secretariat at various local meetings with donors, including, inter alia, those relating to employment, water management, measures to combat acquired immune deficiency syndrome (AIDS), the integration of women into development, the elimination of illiteracy, environmental protection and the NATCAP process. As part of the UNDP initiatives, there are also plans, in addition to NATCAP, to promote, in conjunction with the basic programme for enhanced economic management, effective coordination of aid management between the Ministry of Planning and International Cooperation, the Ministry of the Economy and Finance and other ministries and partners in development.

III. THE COUNTRY PROGRAMME

A. Assessment of ongoing country programme

7. The fourth country programme for Mali (1987-1991), which was a continuation of the three preceding programmes (1972-1986), has had an appreciable impact in the context of the Government's four priority objectives:

(a) In terms of strengthening the Government's ability to plan, manage and promote the country's development, UNDP has provided substantial support in the design of statistical and planning tools and decentralization mechanisms. Its support for administrative reform has prepared the way for

the reform of the civil service in conjunction with the structural adjustment programmes;

(b) There has been a significant increase in food production through the production of improved seed, plant protection, agro-meteorology and irrigation. Support for rice growing under United Nations Capital Development Fund (UNCDF) projects made a notable contribution to food self-sufficiency under the fourth programme;

(c) The objective relating to the management of natural resources has produced several results: the location and mining of a gold-bearing deposit with the assistance of a private company; the master plan for the development of water resources, which has expanded knowledge of such resources and led to coordination with donors; the establishment of a strategic framework for the management of renewable natural resources, the National Desertification Control Programme, with the cooperation of the United Nations Sudano-Sahelian Office (UNSO), and the construction of infrastructure to improve access to the sea and promote the development of animal resources; and environmentally friendly hydro-agricultural projects, supported by UNCDF and UNSO;

(d) The objective relating to training and employment has facilitated the establishment of a training programme for state employees and a rural training programme using audo-visual materials, targeted, inter alia, at women, as well as the organization of effective coordination between the Government and donors in the area of employment, including the convening of a round-table conference.

8. The results obtained have contributed to the strengthening or establishment of sustainable national capacities in various areas, particularly with regard to food security in rural areas, the management of development and natural resources, and the transfer of technology for small and medium-sized enterprises. The mid-term review of the fourth UNDP country programme (in May 1990) highlighted these achievements but also revealed shortcomings that must be corrected. Thus, the increase in food production would have had a greater impact if more attention had been paid to marketing and if the institutional support had been supplemented by local integrated rural development activities aimed at a direct improvement in the conditions of the rural population, particularly women and children. National absorption capacities must be strengthened to achieve greater coherence and synergy, and the creation of jobs must be based to a greater extent on private initiative.

9. Lastly, the implementation arrangements have been subject to certain constraints: the programme approach has not always made it possible to take account of the broader dimensions of national programmes; too much emphasis has been placed on international expertise in comparison with national expertise; activities involving equipment and building construction have been a source of confusion and delays, while the national operating budget has not always been predictable; and opportunities for technical cooperation among developing countries (TCDC) have not been sufficiently exploited outside the programme involving specialists from the United Nations Volunteers (UNV).

B. Proposals for UNDP cooperation

1. Preparatory process

10. The mid-term review of the fourth country programme led to the launching of about 12 sectoral and intersectoral missions to assess previous and ongoing programmes and to estimate future technical cooperation needs in collaboration with United Nations agencies. The missions covered social and economic fields as varied as the human development index (Economic Commission for Africa (ECA)), economic planning and water management (Department of Technical Cooperation for Development (DTCD)), community development (International Labour Office), the master plan for rural development and agricultural production (Food and Agriculture Organization of the United Nations (FAO)), literacy and biodiversity (United Nations Educational, Scientific and Cultural Organization (UNESCO)), the promotion of the private sector (International Labour Organisation/United Nations Industrial Development Organization (UNIDO)), the master plans for telecommunications development (International Telecommunication Union (ITU)), agro-meteorology (World Meteorological Organization (WMO)), civil aviation (International Civil Aviation Organization (ICAO)) and tourism (World Tourism Organization (WTO)), and the revival of trade (United Nations Conference on Trade and Development (UNCTAD)). Most of these missions included both international and national consultants who were responsible for providing an accurate assessment of the local situation. A consolidated assessment of overall technical cooperation needs has also been prepared within the NATCAP context. A number of local round-table conferences and sectoral meetings in the areas of employment, the integration of women in development, basic education, refugees, AIDS control and democratic pluralism have also helped to crystallize priorities.

11. The current country programme has also been enriched by various discussions on the content of the UNDP advisory note. Meetings with technical ministries, the United Nations system and the donor community have been supplemented by the conclusions of the national conference (July 1991) and by national workshops on: education for all (September 1991), women and children (September 1991), trade, industry and cottage industry (October 1991) and rural development (December 1991), and by the preparatory meetings of the Conference on the North (November and December 1991).

2. Strategy

12. The Government of Mali wishes to make use of the resources of the fifth country programme in accordance with its own development priorities and the major development concerns reflected in General Assembly resolution 44/211, of 22 December 1989, on the operational activities of the United Nations system, and in Governing Council decision 90/34, of 23 June 1990, on priorities for the fifth programming cycle. The political changes which occurred in Mali in March 1991 and the new medium-term development strategies announced since then provide the fifth programme with an opportunity to affirm the pre-eminence of human development and to develop a new technical cooperation approach focusing

on this dimension. In accordance with the principles set forth in the Human Development Report 1991, cooperation with UNDP will be aimed at promoting human development as a means of combating the decline in the living conditions of the population and of promoting participatory development and human freedoms.

13. The Government of Mali intends to make the best use of the comparative advantages of UNDP and to maximize the impact of its support by selective allocation of its resources. It will take advantage of the neutrality, universally and multidisciplinarity of UNDP assistance to strengthen national capacity in the specific areas outlined below, with emphasis on the specific concerns of the UNDP mandate: (a) eradication of poverty and grass-roots participation in development; (b) the environment and natural resource management; (c) management of development; (d) TCDC; (e) technology for development; and (f) the integration of women in development.

14. The Government of Mali believes that the resources made available to it by UNDP must be brought to bear on two long-term objectives: the satisfaction of essential needs and improved management of the development process. The first objective will be pursued through a policy of strengthening the individual, local and community will to mobilize decentralized energies for development. A corollary of the second objective is a policy of selective improvement of the capacity and readiness of government and national institutions (research institutes, chambers of commerce, banks, credit unions) to channel the energies thus mobilized into collective social choices in the new context of reduced government involvement. Each objective comprises several strategic thrusts. The effort to satisfy essential needs will involve: (a) a programme of participatory development with the decentralized grass-roots communities; (b) a series of activities designed to assign greater value to women's work; (c) a programme to promote and diversify agricultural production; (d) support for the development of the water resource potential of Mali's two major river systems; (e) a programme to manage the capacity of the environment to support increased levels of production and productivity while conserving the existing biodiversity; and (f) programmes to improve basic health and education services. Improved management of development will be sought through the implementation of: (a) a programme of enlighted guidance of the economy; (b) a programme to encourage growth of the private sector; and (c) programmes to achieve access to the sea and regional integration. These programmes will be supported by a combination of resources available under the indicative planning figure (IPF) and from UNCDF, UNSO, the United Nations Development Fund for Women (UNIFEM) and regional funds. A mission to plan and identify UNCDF projects is envisaged for April 1992. The mission will determine future UNCDF activities in Mali. A breakdown of the forecast funding is supplied in annex I.

15. The Government of Mali believes, finally that the new orientation towards the programme approach and national execution may be phased in during the fifth country programme. The constituent elements of the programme, which are described in greater detail in the following section, include six intersectoral programmes, nine sectoral and subsectoral programmes and only

five projects of the traditional type. Moreover, implementation of most of these programmes will from the outset rely on national execution as regards their local components (expertise, subcontracting, training and local purchases), while most of the external training and purchase operations will gradually be taken over from United Nations agencies by national organizations, which may include public institutions, consultancy firms, or local NGOs. The UNDP-supported programmes will have steering committees with functional secretariats to ensure the necessary flexibility and adaptability so that UNDP resources can be channelled, as needed, towards the development of policy options, the formulation of new strategies and programmes, the assessment of the requisite reciprocal activities, the coordination of aid, the mobilization of resources, the strengthening of institutions, training and the establishment of information systems, the transfer of technology and, lastly, the exploration of new modalities of development.

Proposed cooperation in the area of poverty alleviation and the satisfaction of essential needs

16. The national development objectives which the Government of Mali seeks to attain through a concerted development decentralization strategy are to improve living conditions, to ensure food security, to safeguard the environment, to preserve the ecosystems and to implement a population policy.

17. In order to promote human development, which, if it is to be sustainable, must be accompanied by an improvement in living conditions, it is proposed that UNDP should cooperate with the Government of Mali to strengthen the involvement of the population in decision-making processes related to their social and economic organization.

18. Grass-roots development: participation, women and production. The rural population (farmers, livestock breeders, fishermen and craftsmen) must take their own development in hand if they are to be in a position to satisfy their essential needs. A decentralized participatory programme aimed at improving living conditions is planned. It will be carried out in close cooperation with NGOs and local subcontracting organizations and will comprise three interconnected components: functional literacy and ad hoc training, organization of action-oriented village groupings and the establishment of productive and social infrastructures. This programme adopts a holistic approach to all the ongoing community development efforts and aims to give them a national dimension by supporting a coordination committee consisting of national partners and the donors concerned and by making use of the committee's own experience in 400 villages. UNDP and UNCDF will participate jointly in this programme, which is directed towards eradicating poverty, promoting grass-roots development and integrating women into development. Under this programme, UNCDF activities will focus on the regions of Bankass, Gao and Tombouctou. The UNCDF programming mission will determine which economic and social activities are to be supported. The programme will be supported with suitable audio-visual teaching aids, prepared by the

audio-visual production services centre. Funding of about $9 million from the IPF and $5 million from UNCDF is planned for these activities.

19. The Government of Mali, in cooperation with women's associations, has embarked on a programme which will soon result in the definition of policies and strategies for expanding the involvement of women in development and, through training, assigning greater value to their contribution to the economy, the promotion of production, marketing and service activities and communication and information measures. UNDP (and its regional programme), together with its multilateral development partners - in particular those of the United Nations system (UNIFEM, UNICEF, UNCDF, UNFPA and the World Bank) - will provide support for the efforts of those associations to define and implement these policies and strategies. This support will include, inter alia, a research and training programme to enhance the production and marketing activities of women which will incorporate measures to heighten awareness at the grass-roots level of the specific problems of women. According to plans, in the next five years a system will be established to monitor the role of women in the country's economy, and the role of women will be increasingly felt in that area. The funding allocated for this programme is $1.5 million from the IPF and $200,000 from UNIFEM over a period of five years.

20. In accordance with the master plan for the rural sector, it is proposed that UNDP, working in close liaison with the other subprogrammes of this plan concerned with agricultural research and extension activities, will support efforts by the programme to promote and diversify agricultural production and marketing. The programme aims to develop certain production lines (seeds, fish farming, forestry), to explore others (market gardening, arboriculture, ranching) and to develop a methodology for improving agricultural extension services by increasing the accountability of producers and the return on their output, both in production and in marketing, on the model of the successful cotton project in the south of Mali. At the same time, under the ongoing programmes, UNDP will continue its support for efforts to improve the hydro-meteorological information services offered by the national and regional network (AGRHYMET) and for projects concerned with the study and promotion of the market gardening of tomatoes, onions and okra, building on the experience of neighbouring countries. It is hoped, in this way, both to improve domestic consumption and to diversify commercial agricultural production. Funding of $9 million has been earmarked from the IPF for these programmes.

21. Development of natural resources: water resource potential and the environment. Following a national conference on water held in June 1990, and the official adoption of the master plan for the development of water resources in February 1991, UNDP will support efforts by Mali to hold a donor conference in 1992 at which strategies will be proposed for the development of the hydro-agricultural potential of its river systems over the next decade (1992-2001). In addition, UNDP will support efforts by Mali aimed at mobilizing the necessary investments for the cultivation of irrigated village

fields or small individual plots in areas where a water supply can be guaranteed (downstream from Manantali dam in cooperation with the Senegal River Development Organization, in the inner delta of the Niger). UNDP, UNCDF and UNSO will also continue to support projects to develop the growing of irrigated rice, floating rice and fodder borghum, as well as projects upstream and downstream of these activities, in the inner delta and along the Niger bend, with a view to increasing local rice consumption to more than 2,000 tons per year by 1996 and improving economic performance in livestock farming. Estimates of more than $5 million for UNDP and $12 million for UNCDF, to be distributed among operational projects and new projects still to be identified by an identification mission, and $5 million for UNSO have been earmarked for these activities.

22. The Government, with UNSO support, has instituted a process aimed at developing and implementing a national programme to combat desertification (PNLCD). This programme, certain components of which are already being executed, will be updated periodically. The PNLCD coordinating unit has still to be transformed into a permanent structure. Upon completion of a current study of the institutional aspects, UNSO and UNDP will assist the Government in carrying out the necessary institutional reforms. They will also support, where necessary, capacity-building in the monitoring and study of new concepts related to the implementation of certain elements of the tropical forest action plan, energy use and the control of toxic waste and to the implementation of an environmental information system. UNDP will also support the development and implementation of a plan to manage and conserve Mali's biodiversity, in particular, by redefining the role and increasing the involvement of the local population in conservation efforts in the Baoulé Bend National Park. These UNDP efforts will reinforce ongoing or planned activities by UNSO, such as the integrated development of the lake area, the development of the Lake Faguibine system and the land-use project in the Diré pilot zone. This support will necessitate funding estimated at $4 million for UNDP and $12 million for UNSO.

23. Improvement of basic health and education services. Acting in the spirit of the 1978 Alma Ata conference and the 1990 Bamako initiatve and out of an awareness of the inadequacies of its primary health policy, Mali will cooperate with UNDP in implementing its strategy of health for all by the year 2000. UNDP resources will be allocated, in cooperation with UNICEF, UNFPA and the World Health Organization (WHO), to the implementation of primary health-care support programmes, the continued implementation of the expanded programme on immunization, and the launching of a programme to combat AIDS, with a view to improving the country's health coverage through the sound management of essential care and medicines, increasing immunization coverage from 35 to 80 per cent by 1996, and checking the further progression of AIDS. The supply of drinking water and sanitation will continue to receive UNCDF suppport with the construction of a drinking water supply and sanitation system in Koutiala. Assistance for the necessary technical services required to manage this system will be provided through a village management support programme for the municipality of Koutiala. UNCDF will also fund a village

water supply programme in the Bankass region. In addition, Mali is suffering from an increase in the school drop-out rate. In accordance with the conclusions of the World Conference on Education for All and with the Government's aim of education for all, UNDP can help the country to redefine and implement its basic education strategy. In particular, there are plans for UNDP support for literacy projects for children between the ages of 7 and 15 who are not attending school and for adults, particularly women, in order to bridge the gap between formal and informal education. The programme should result in increased and more equitable access for both sexes to basic education and the retention of basic knowledge, while promoting greater sensitivity to population problems. Funding of $7 million has been set aside for these activities from the IPF, with a UNCDF contribution of almost $4 million.

24. UNDP, UNCDF and UNSO will put special emphasis on seeking to establish complementarity within their spheres of action: participatory development (IFAD, the European Development Fund (EDF), the United States Agency for International Development (USAID), WFP and the Governments of Canada and Norway); support for rural production (the World Bank, USAID, WFP and the Central Economic Cooperation Fund); the definition of strategies and programming for the water sector (the World Bank), UNICEF, AfDB and the Government of France). A policy on population and the advancement of women is being implemented jointly by UNFPA, USAID and UNICEF. The implementation of the national programme to combat desertification requires constant coordination with all the donors, foremost among them the Deutsche Gesellschaft für Technische Zusammenarbeit (GTZ) (German Association for Technical Cooperation) and the World Bank. In the health sector, there will be cooperation between the World Bank, UNICEF, USAID, EDF and the Government of Canada, and in the education sector, between the World Bank, UNESCO, UNICEF, EDF and the Governments of Canada, France, the Netherlands, Switzerland and the United States. Joint thematic studies will be undertaken in conjunction with the partners, along the lines of the literacy study that has just been completed with the Canadian International Development Agency (CIDA) and EDF.

Proposed cooperation for improved management of development

25. Access to the sea, regional integration, job promotion, reduced government involvement and privatization are among the objectives the Government of Mali intends to pursue by means of a strategy to improve the management of development.

26. With a view to promoting sustainable human development, UNDP assistance is requested for the introduction of a radical reorientation of the management of development. What is needed is a long-term rethinking of Malian society and a reform of the whole range of processes required to mobilize and bring together the energies of the community.

27. Enlightened guidance of the economy. Drawing a lesson from its past experience with projects designed to strengthen planning systems, and at the same time aware of the overriding importance at the present time of structural adjustment policies and convinced that the compartmentalization of long-term development and short-term management is inherently limiting, the Government of Mali will call upon UNDP to cooperate in its model programme for improved management of the economy and it will seek to apply a well-defined method of analysis and establish greater consistency between decision-making and economic management. Three convergent strategies will ensure this unity between practice and theory. Support for forecasting, for the monitoring of the macroeconomic situation and for development policies will provide a unifying framework for compliance with the macroeconomic objectives on the basis of reliable statistical data, and will at the same time integrate the requirements of regional planning with those of programming and management. Support for structural change and for the social dimension of reforms will make it possible to monitor compliance with consensus policies, in particular, on administrative reform, management personnel retraining, national resource mobilization, democratization, housing strategy and population policy. Support for investment programming and project coordination and management will help to channel investments according to sectoral distribution patterns that are compatible with the overall balances. The programme for improved management of the economy, which has a proposed budget of $7 million, will eventually create a social and economic climate that is more favourable to the mobilization of energies for development, and result in more efficient administration services. Funds from the regional IPF are also being allocated to this programme.

28. Support for the programme to encourage growth of the private sector. As part of the plan to reduce government involvement in some economic activities and following the meeting on trade, industry and cottage industry held in November 1991, UNDP is scheduled to take part in a government programme to encourage the growth of the private sector. This programme is designed, inter alia, to create a favourable legal and tax incentive environment, increase the involvement of the banking and insurance sector in the functioning of small companies and micro-enterprises, constantly introduce new technologies, and draw renewed attention to maintenance and quality-control requirements, all through the increased involvement of democratized chambers of commerce. It is expected that the secondary sector's share of GDP wil increase from 13 per cent in 1990 to 20 per cent by the year 2000, partly as a result of this programme. Funding of $5 million has been earmarked for support to this programme.

29. The development of the private sector and regional integration require that Mali should gain access to the sea and that its transport and communications should be developed. UNDP will support start-up activities for the national civil aviation plan, inter alia, by organizing a donor round-table meeting and by training personnel. UNDP will also support the Government's efforts to implement the master plan for telecommunications in particular by helping to train personnel and prepare and organize a donor round-table meeting, while at the same time formulating a master plan for the

development of radio broadcasting, as part of the democratization process, which will include information, training, and consciousness-raising activities. In association with the Government of France, UNDP will also help to restore the efficiency of the postal service. Lastly, in the tourism subsector, Mali has a master plan for the development of tourism (formulated with assistance from the Government of France). When the security situation improves in the northern regions of the country, UNDP will support activities to implement this plan, particularly through preliminary studies and training. Furthermore, the UNDP regional programme for Africa provides for the allocation of the greater part of its fifth-cycle resources to regional integration, in support of policies on integration, applied research and training, databases or communication for development. It is expected that the implementation of these programmes will result in the freer circulation of information and people, both within the country and between other countries of the subregion. Funding of approximately $3.5 million from the IPF is being provided under the fifth programming cycle for the implementation of these programmes.

30. Complementarity will still be the goal in the economic management programmes supported by the World Bank, IMF and USAID. Implementation of the various master plans will require technical and financial resources, in particular from the Fund for Aid and Cooperation (FAC), the Central Economic Cooperation Fund, CIDA and other donors. The private sector is already receiving assistance from EDF, USAID, the World Bank, CIDA, FAC and the Central Economic Cooperation Fund, which the UNDP programme complements.

C. Cooperation outside selected areas of concentration

31. No cooperation is planned outside selected areas of concentration. An unprogrammed reserve of 15 per cent will be allocated as the need arises.

D. Implementation and management arrangements

1. The programme approach

32. Except in the case of certain well-targeted activities that can be the subject of specific projects, the Government has adopted a coordinated programme approach to the implementation of complex development plans, programmes or operations, integrating the activities of a number of agencies and the different components of a given set of problems, with the requisite flexibility. UNDP will see to it that the substance, objectives and results of the programmes to be supported are defined in detail, in conjunction with the Government, in the case of both multisectoral activities and the management of sectoral or subsectoral plans. Thus, community participation in development, the promotion and diversification of agricultural production sectors, improved management of the economy, encouragement of the growth of the private sector, the integration of women into development and the management of the environment are among the multisectoral programmes which

UNDP will help to formulate and implement. Assistance will also be provided for the formulation and execution of sectoral programmes in education, health, agro-meteorology, civil aviation, communications and tourism.

2. Executing agency

33. The best way to give countries a permanent capacity to manage their own development is to involve them in all stages of the process by means of national execution, from conception and formulation to administrative management and implementation, including the recruitment of consultants, the purchase or maintenance of equipment, subcontracting or the organization of seminars. This will ensure that project or programme activities will continue after external assistance is withdrawn. Such an approach will allow national resources - central or decentralized administrative structures, non-governmental organizations, chambers of commerce, local associations, research agencies, training institutes and subcontractors - to be mobilized first for programme execution. The specialized agencies of the United Nations system will be called upon to make their skills and experience available for the formulation and technical support of projects and to provide their services and inputs in the execution of all or some of these programmes, especially where such inputs are not available locally. Similarly, the national party may contract out parts of the programmes to subregional entities or entities in other developing countries so as to take full advantage of the experience acquired under TCDC.

34. The national coordinator of the project (or programme), who may be the director or the national coordinator (when there is a full-time coordinator) or another official specifically appointed for that purpose, must be much more closely involved in the day-to-day management of the project in order to be able to ensure its continuation. Moreover, more national project coordinators should be women, in order to ensure greater sensitivity to the integration of women into development.

3. Expertise

35. A systematic attempt will be made to use national expertise, whether in the form of individual consultants, consultancy firms or NGOs. A file of national consultants, consultancy firms and NGOs has been compiled. It will not, however, be possible to recruit national personnel in an administration, even after secondment, and subsequently assign them as experts to that same administration or to their original organization. International experts employed should preferably be highly skilled and will be recruited as short-term consultants to work in conjunction with national officials so that knowledge can be effectively transferred, once it has been determined through NATCAP that the international expertise is indeed not available in Mali. The use of UNV specialists will continue to be encouraged if there is no equivalent domestic expertise or in order to provide an exchange of experience.

4. Training and equipment

36. The share of programme resources allocated to on-the-job training and to short-term state-of-the-art training in other countries, particularly other developing countries, must be increased in order to benefit from their experience. Conversely, the least possible use must be made of IPF resources for capital and building expenditures, in accordance with the mandate of UNDP.

5. Follow-up and evaluation

37. The programme will be reviewed annually, to assess its performance with the Government, and again at its midpoint in June 1994, at which time the performance of the United Nations system and of the various donors will also be reviewed; this second review will be preceded by an in-depth evaluation of the programme.

Annex I

FINANCIAL SUMMARY

I. ESTIMATED RESOURCES (IPF + cost-sharing) TAKEN INTO ACCOUNT FOR PROGRAMMING

(Thousands of dollars)

Carry-over from fourth-cycle IPF	2 807 598	
Fifth-cycle IPF	57 634 000	
Subtotal IPF		60 441 598
Project cost-sharing (Government)	-	
Project cost-sharing (Third party)	-	
Programme cost-sharing	-	
Subtotal cost-sharing		-
TOTAL		60 441 598

II. ALLOCATION OF RESOURCES (IPF + cost-sharing) BY AREA OF CONCENTRATION

(Thousands of dollars)

Area of concentration	IPF	Cost-sharing	Total	Percentage of total resources
Grass-roots development	8 703	-	8 703	14.4
Integration of women	1 500	-	1 500	2.5
Agricultural sectors	8 417	-	8 417	14
River systems	5 375	-	5 375	8.9
Environmental management	3 428	-	3 428	5.7
Health/education	6 978	-	6 978	1.6
Economic guidance	7 025	-	7 025	11.6
Regional integration	3 523	-	3 523	5.8
Private sector	4 959	-	4 959	8.2
Subtotal	49 908	-	49 908	82.6
Unprogrammed reserve	10 534	-	10 534	17.4
TOTAL	60 442	-	60 442	100

/...

III. COMPLEMENTARY ASSISTANCE FROM OTHER SOURCES USED IN AREAS OF CONCENTRATION*

	(Thousands of dollars)	
A. UNDP-administered funds		
Special resources (GEF & MAP)	5 000	
UNCDF	20 000	
UNSO	12 000	
UNIFEM	200	
United Nations Revolving Fund for Natural Resources Exploration	-	
United Nations Fund for Science and Technology for Development	-	
Subtotal		37 200
B. Other United Nations resources		
JCGP participating agencies:		
World Bank	140 000	
UNFPA	5 000	
UNICEF	30 000	
WFP	30 000	
IFAD	20 000	
Other United Nations agencies (non-UNDP financed)	-	
Global Environment Facility	-	
Subtotal		225 000
Total non-core and other United Nations resources		
C. Non-United Nations resources		51 400
TOTAL		313 600

* Estimate.

Annex II

PROGRAMME MATRIX

Area of concentration	Area of focus a/					
	Poverty eradication and grass-roots participation	Environment and natural resource management	Management development	TCDC	Transfer and adaptation of technology	WID
I. SATISFACTION OF ESSENTIAL NEEDS						
Participatory development	*	*			*	*
Agricultural production/marketing	*	*	*	*		*
Niger and Senegal river systems	*	*	*	*		*
Strengthening of health services	*		*	*		*
Basic education	*			*		*
II. MANAGEMENT OF DEVELOPMENT						
Economic guidance			*	*		*
Access to the sea and regional integration			*	*		*
Support for the private sector			*			*
Women in development	*	*			*	*
Natural resource management	*	*	*			*

a/ Asterisks indicate major linkage only.

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PROGRAMME PLANNING: COUNTRY AND INTERCOUNTRY PROGRAMMES AND PROJECTS

FIFTH COUNTRY PROGRAMME FOR MALI

Note by the Administrator

I. THE PROGRAMMING PROCESS

1. The joint United Nations Development Programme (UNDP)/government evaluation and consultation process was initiated with the mid-term review of the fourth country programme in May 1990, which concluded notably on the need to adopt a more programmatic approach and enhance integrated direct support to rural populations. This process was continued in early 1991 by the organization of sectoral and intersectoral missions to assess past and ongoing programmes and to project future technical cooperation needs, in collaboration with relevant United Nations system agencies, to prepare the fifth country programme. Fields covered included the human development index (Economic Commission for Africa (ECA)), economic planning and water management (Department of Technical Cooperation for Development (DTCD)), grass-roots development (International Labour Organisation (ILO)), rural development and agricultural production (Food and Agricultural Organization of the United Nations (FAO)), literacy and biodiversity (United Nations Educational, Scientific and Cultural Organization (UNESCO)), private sector development (UNDP/ILO/United Nations Industrial Development Organization (UNIDO)), telecommunications (International Telecommunication Union (ITU)), agro-meteorology (World Meteorological Organization (WMO)), civil aviation (International Civil Aviation Organization (ICAO)), tourism (World Tourism Organization (WTO)) and trade (United Nations Conference on Trade and Development (UNCTAD)). A global technical needs assessment was also undertaken.

2. Preparation, and then discussion, of the UNDP advisory note was the occasion of substantive consultations within the Government and with the United Nations and donor community in respect to the assessment of the fourth country programme and perceived present technical cooperation needs and proposed areas of concentration. The same process was thereafter applied by the Ministry of Planning and International Cooperation to the draft country programme document. The document, which relies to a great extent on the substance of the advisory note, included the various comments made during the process.

3. Both the advisory note and the country programme document were completed incorporating the findings of a national conference (July 1991) and national workshops on: education for all (September 1991); women and children (also September 1991); trade, industry and cottage industry (October 1991) and rural development (December 1991); and the preparatory sessions of the Conference on the north (November and December 1991).

II. ANALYTICAL COMMENTARY ON THE FIFTH COUNTRY PROGRAMME

4. The fifth country programme aims to help Mali achieve two interlinked long-term development objectives: the satisfaction of basic needs and the improved management of the development process. The satisfaction of basic needs will be pursued through grass-roots development, environmental sustainability and primary health and education programmes. Improved management of development will be sought through better programming of national resource allocation and facilitation of private initiative programmes. Empowerment of the people provides thematic direction to the first objective and improved organization to the second. Both are geared towards sustained human development.

5. Grass-roots development will be achieved by combining three complementary strategies. First, the decentralization process will be enhanced by a programme designed to strengthen community participation, involving functional literacy, structuring of the decision-making process and selective construction of social and productive infrastructures. Second, the role of women in development will be enhanced by expanding their involvement in the decision-making process and assigning greater value to their contribution to the economy. And third, rural development will be furthered by a programme to promote and diversify agricultural production and marketing.

6. Environmental sustainability will be enhanced by the successful implementation of two complementary strategies. The hydro-agricultural potential of Mali's two major river systems must be better put to use to relieve the pressure on less fertile soils and hard-to-reach water resources. In order to do this, improved community irrigation systems, including upstream and downstream requirements, will continue to be developed. At the same time, the coordination of environmental activities will continue to be improved and a new programme will work to conserve Mali's biodiversity.

7. Basic health and primary education will be strengthened by several sectoral programmes. Primary health services will be improved by better management of the rural health network and privatized management of community health supplies. The expanded vaccination programme will receive additional support to improve vaccine coverage from 35 to 80 per cent of children by 1996. The programme to combat the acquired immunodeficiency syndrome (AIDS) will also receive support to check further progression of the disease. A drinking water supply network will be provided to the town of Koutiala. In the field of education, a comprehensive programme will be developed and implemented by improving literacy and bridging the gap between formal and informal education systems, in order to achieve retention of basic knowledge, balanced access to primary education among the sexes and improved sensitivity to population issues.

8. Enlightened guidance of the economy will be achieved through the implementation of a programme designed to link long-term national decision-making processes to improved programme implementation capacities. Three converging strategies underpin this programme. First, support will be provided to develop a long-term prospective to monitor macroeconomic developments and to improve policy formulation, implying in particular the improvement of statistical data and regional planning. Second, support to structural modification and its social dimension will consolidate the democratization process, administrative reform and implementation of the national population policy. And finally, support to the programming of public investments and to project coordination will improve the increased relevance of mobilized resources to national development goals.

9. Encouraging growth of the private sector will be sought directly by strengthening technological, management and credit services available to entrepreneurs, and indirectly by improving the quality of the communication and transport services in Mali. Cooperation will be provided to a comprehensive programme designed to create a business incentive environment, to involve banks more fully in promoting the growth of small enterprises and to encourage the emergence of small private technology consulting services. Cooperation will also be provided to mobilize resources required to implement sectoral programmes in the fields of telecommunications, postal services, civil aviation and tourism.

III. MANAGEMENT OF PROGRAMME IMPLEMENTATION

10. Formulation of the fifth country programme is well-advanced. Thus, UNDP will provide technical cooperation to six intersectoral development programmes (community participation, rural production, women in development, management of the economy, private initiative and management of the environment); to several sectoral development programmes (in the fields of health, education, communications, agro-meteorology, civil aviation and tourism); and to a few traditional projects (in the fields of audio-visual support, horticultural research, irrigation and programme formulation).

11. Implementation of the programme will rely increasingly on national execution through the phased integration of this modality into new activities. National experts will be used in lieu of the traditional expertise. Subcontracting to non-governmental organizations (NGOs) and local consulting and audit firms will be encouraged whenever possible. Less equipment and more training, nationally and in the context of technical cooperation among developing countries will be provided.

12. Monitoring and evaluation will be carried out at least twice yearly by visits to all distinct programme activities and yearly tripartite reviews for each programme will be done. A yearly review will be undertaken of the country programme as a whole, and a mid-term evaluation and review are scheduled for June 1994.

13. Coordination arrangements relating to the fifth country programme are multifarious. Apart from the in-depth consultations carried out in the process of formulation of the programme and its constituent elements, each of the programmes supported by UNDP comprises a governing body which includes all parties concerned with the programme (government agencies, consular bodies or professional interest groups, donors, NGOs, research institutions, etc.). The UNDP contribution will, inter alia, ensure the continued operation of the governing body, which will be convened regularly. Several other topics are also covered by regular local round-table meetings (employment, water management, refugees, regional integration, etc.). Finally, a global round-table meeting is scheduled for late 1992 or early 1993.

IV. RECOMMENDATION

14. The proposed fifth country programme for Mali is fully consonant with the country's development objectives and strategies. It furthermore confirms and consolidates the orientations put forward to UNDP by the General Assembly and by the Governing Council, while introducing innovative modalities with respect to programme development and coordination. The Administrator recommends that the Governing Council approve the fifth country programme for Mali.